APPENDIX

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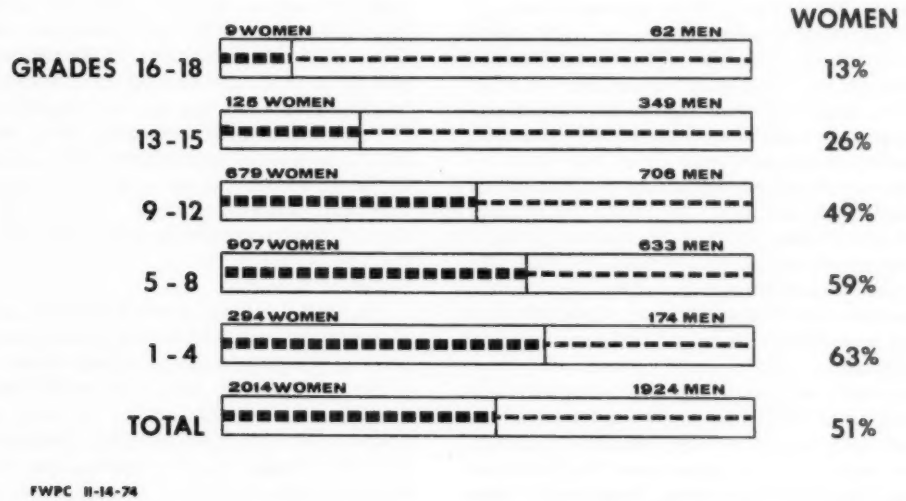
SEMIANNUAL REPORT ON THE LC FEDERAL WOMEN'S PROGRAM JANUARY 1975

[Editor's Note: The following report was prepared by Morrigene Holcomb, Federal Women's Program Coordinator at the Library of Congress. A number of statistical tables prepared by the Federal Women's Program Committee are appended to the report.]

LIBRARY OF CONGRESS (GS & GT EMPLOYEES) NOVEMBER, 1974



The Library of Congress Federal Women's Program (FWP) Committee was established in May 1974 to advise and assist the Federal Women's Program Coordinator in developing and implementing a women's action program in this agency. Two representatives from each of the Library's six departments and from the Office of the Librarian serve on the committee, which has met formally at least once each month. Subcommittees were formed on Communications and Publicity, Programs, Part-Time Work and Leave Policy, and Statistics. In addition, a committee member has worked as a liaison between the FWP and the Library of Congress Human Relations Council Task Force on Day Care in order to develop a working proposal for the establishment of a viable day care center for the Library of Congress.

During the past six months, two vacancies arose on the committee and were subsequently filled. The membership of the Federal Women's Program Committee is now as follows: Marlene Morrisey and James McClung from the Office of the Librarian, Harriet Saylor and Anna J. Clavelli from the Administrative Department, Joan Athanas Doherty and Mary Lyle from the Copyright Office, Sharon House and Donovan Gay from the Congressional Research Service, Jeanne Temple and Linda Marans from the Law Library, Cynthia Johanson and Patricia Pasqual from the Processing Department, and William Sittig and Beverly Brannan from the Reference Department.

Status of Women at the Library

The Library of Congress is unusual among Government agencies in that more than half (51 percent) of its staff members are women (in 1972, women made

up 33.7 percent of the Federal civilian work force). No one can argue that there is a lack of talented women in the Library available for promotion to positions of responsibility. Because of this composition of the staff, the Library has a rare opportunity to become a model Federal agency in terms of the status of women. The progress which has already been made in the middle grades (9-12) indicates that the gap between men and women in these grades is closing. In the upper grades, the proportion of women to men decreases. Women in these grades have, on the average, two more years of Library service and the same number of years of Federal service. [Statistics in this section are based on figures made available in November 1974; comparative data on training and other experience were not considered.]

The Library has on its staff 752 persons identified as supervisors by the Library's automated Personnel Data File; 37 percent are women, and the grade average for women supervisors is one grade lower (11) than that for male supervisors (12).

There are 71 employees in grades 16-18 in the Library and eight persons in the similar salary range under P.L. 313. Ten of these 79 positions are filled by women, including one in a P.L. 313 position. The nine women now in supergrade positions have, on the average, three more years of Library service although the men have, on the average, two more years of Federal service.

There are 15 women and eight men in grades 9-12 in the Office of the Librarian, but in grades 13-15, there are seven women and 11 men. In both categories, the women have more service at the Library of Congress. In the Administrative Department, there are 97 men and 40 women in grades 9-12 and 48 men and eight women in grades 13-15. The eight women in grades 13-15 have 17 years of Federal service, on the average, and the men, 15 years; the women have 15 years of LC service, and the men, eight. Twenty-one percent of the supervisors identified in the Personnel Data File are women, and one of the six supergrade positions is filled by a woman.

In the Law Library, there are 21 men and seven women in grades 9-12, and 19 men and four women in grades 13-15. In these categories, the men have, on the average, over 13 years of Federal service and more than 12 years of Library service. The women have over seven years of Federal service and an average of six years of Library service. In the Processing Department, there are 338 women and 225 men in grades 9-12, and 67 men and 59 women in grades 13-15. The majority of supervisors in this department are women, and the grade average for supervisors is the same for men and women. There are five men in grades 16-18 and there is one woman in a P.L. 313 position.

In the Reference Department, there are 109 women and 179 men in grades 9-12, and 16 women and 86 men in grades 13-15. Twenty-three percent of the supervisors are women, and the grade average for women designated as supervisors is two grades lower than that for men. There are 10 supergrade positions filled by men. In the Copyright Office, there are 68 men and 57 women in grades 9-12, and 16 men and nine women in grades 13-15. There are seven more men than women designated as supervisors, and the grade average for the male supervisor is two grades higher than that of women supervisors. Two of the three grade 16-18 positions in this department are held by women. The Congressional Research Service employs 113 women and 108 men in grades 9-12, and 102 men and 22 women in grades 13-15. There are 13 more men than women in supervisory positions, and the grade average for the men is four grades higher than that for women. Four of the 41 supergrade positions in this department are filled by women.

Statistical Research

The Statistics Subcommittee was formed in order to define the status of women employees of the Library of Congress. Among the questions the subcommittee is attempting to answer are (1) are qualified women adequately represented in supervisory positions where they make personnel decisions? (2) are qualified women hired for professional positions at least in proportion to their availability in the work force? (3) are women and men with equal qualifications hired at equal grade levels? (4) does it take women with equal qualifications longer than men to arrive at higher grades? and (5) are qualified women actively recruited when high-level positions open up?

In order to answer these and other questions, the Statistics Subcommittee has analyzed and reproduced data, or is the process of doing so, on women employees concerning grade, department, length of Federal and Library service, supervisory status, occupation, minority status, participation in training programs, and opportunities for travel to meetings.* Parts of the results of that analysis are summarized in the preceding section of this report.

*These gross data do not include consideration of comparable qualifications or the comparable numbers of men and women in the labor market for particular grades and occupations.

Some other highlights of the data analyzed to date include the following.

The position of women employees at the Library of Congress has generally improved in recent years. From 1966 through 1973, women have increased as a proportion of all grade levels, except for grades 5, 7, and 9, which are the usual entry levels for professional positions.

Women make up 51 percent of the GS and GT employees at the Library of Congress, but are not distributed evenly among the grade levels. Women fill 60 percent of the positions at grades 1-8, 49 percent at grades 9-12, 26 percent at grades 13-15, and 13 percent at grades 16-18.

The average GS grade for male employees at the Library of Congress is 9.3. The average grade for women employees is 7.7.

The average (mean) grade of women is below that of men in all departments. The differences range from less than one grade to nearly three grades.

Black women are a much larger proportion of the Library of Congress work force than they are of the available work force nationally; however, they are concentrated mainly at grades GS-8 and below. Black women make up 43 percent of grades 1-4 and 1.4 percent of grades 16-18.

The Library has a higher proportion of women in upper grades than do most Federal agencies. This proportion, however, varies considerably by department, with women filling 15 percent or less of the GS-13 and above positions in the Administrative Department, Congressional Research Service, Law Library, and Reference Department, while making up over 40 percent of such employees in the Office of the Librarian, Copyright Office, and Processing Department.

The relative percentage of women and men employees in the same occupation differs significantly by department. For example, 50 percent of the librarians at grades 13 and above in the Processing Department are women; 20 percent of the librarians at the same grade levels in the Reference Department are women.

While such statistics do not necessarily indicate discrimination, overt or indirect, they do indicate the need for hard questions to be asked of management and of women themselves with a view toward making the employment picture more equitable for all Library employees based on the numbers of qualified men and women in the labor market.

The data which have been collected and analyzed by the Federal Women's Program Committee has been forwarded to the Librarian of Congress, distributed to Library employees at an FWP program, used in discussions with departmental management and personnel staff, and used as background information in making recommendations.

Programs

Many of the programs and activities of the Library of Congress Federal Women's Program Committee are planned and implemented by the program subcommittee, which directs its attention to several distinct groups at the Library: the administration, supervisors, the FWP Committee, and the entire staff.

One training program in which the FWP Coordinator has participated for more than a year is the Personnel Policies and Procedures course for supervisors which is offered by the Training Office. The Federal Women's Program Coordinator, or occasionally a member of the FWP Committee, speaks to participants in the course about the Library's Federal Women's Program, and supervisors' responsibilities for improving the opportunities for women at the Library of Congress, and leads a discussion period.

In September and October, the FWP Committee sponsored two seminars for top management and key staff members responsible for implementing the goal of equal opportunity for women at the Library. More than 40 people attended each of these seminars, including members of the FWP Committee. The purpose of the seminars was to bring to the participants a better understanding and awareness of the problems shared by women in this society, and particularly those of Federally employed women, so that they could apply to their daily work an increased cognizance of the needs and goals of women employees at the Library of Congress.

In the first session, Catherine East, Executive Secretary of the Citizen's Advisory Council on the Status of Women, focused on the topic of "Why the Women's Movement: Limitations on Today's Women." In the second session, Daisy Fields, President of Field Associates, a consulting firm, and a founder and past president of Federal Employed Women (FEW), spoke on "Women in Federal Government." Morrigene Holcomb, FWP Coordinator at the Library, moderated the discussions that followed both talks. Summaries of these sessions were distributed to those who could not attend. In addition, an article about the seminars appeared in the LC *Information Bulletin* for October 25, 1974 (pp. 347, 349-350) and was reprinted in the *Affirmative Action News* of November 7, 1974.

In conjunction with the Library of Congress Profes-

sional Association (LCPA), the FWP on October 23, 1974, presented to Library staff members a summary of its history, purpose, accomplishments, and goals. The Coordinator reviewed the Executive Orders and Federal legislation that led to the establishment of the Federal Women's Program in government, her experience as Coordinator since April 1973, and finally her recommendation for the formation of the FWP Committee to assist her. Then the chairpersons of the five subcommittees summarized the responsibilities of their respective groups. A question-and-answer period followed. Other questions and suggestions placed in the suggestion box were followed up later by committee members. An article about the program appeared in the LCPA *Newsletter* of November 1974.

The film "Women's Rights in the U.S.—An Informal History" was shown in November to employees at the Main Building and all outlying annexes, except for FRD and the Navy Yard. The film was of special interest because much of the research for it took place at the Library and was made up of prints from the Library's print collection; the narrative was largely excerpted from the writings of women's rights and abolition leaders whose papers are in the Library's manuscript holdings. The film drew highly favorable comments from viewers, and an article about it appeared in the *Information Bulletin* of December 20, 1974 (p. 419, 422).

In January, in cooperation with the Health Services Office, the FWP Committee will sponsor the showing of the American Cancer Society film on breast self-examination, as the initiation of a program to increase the awareness of Library of Congress employees of the importance of early detection of breast and uterine cancer. In the near future, the Health Services Office will provide cancer detection clinics for these forms of cancer. During the same month, the FWP Committee will attend a training seminar on discussion-leading techniques. In February, Sylvia Render, Specialist in Afro-American History and Culture, Manuscript Division, will speak at a program open to Library staff on the contributions of black women in American history.

Communications and Publicity

The Federal Women's Program Committee programs were publicized through the use of posters, flyers, and articles for the LC *Information Bulletin* and *Affirmative Action News*. The subcommittee on communications and publicity also prepared announcements of training sessions, reminders of programs, and citations to information about women workers, in the form of memoranda to administrators throughout the Library.

In addition to handling publicity, the subcommittee has encouraged increased communication between the committee and Library administration and staff. Meetings between committee members and their respective department directors and executive officers were held to initiate channels of communication. More contact with Library staff is planned for the next six months, including informal departmental "rap" sessions.

Part-time Work and Leave Policy

The subcommittee on part-time work and leave policy has thoroughly researched the issue of part-time work, including study of pending Federal legislation, and interviews with officials in other agencies responsible for programs to increase the availability of part-time work. A recommendation drafted by this subcommittee was approved at the final formal meeting of the Federal Women's Program Committee in 1974, and is being readied for submission to the Librarian.

The FWP Committee recommended to the Librarian that the Library of Congress regulation on maternity leave be revised to conform to the revised guidelines adopted by the U.S. Civil Service Commission. This recommendation was accepted by Librarian's Conference and will be issued this month.

Other Activities

Among the other activities of the Federal Women's Program during the period July-December 1974 are the following:

The FWP Committee distributed to department directors, division chiefs, section heads, and other administrative and managerial staff a paper on "Appropriate Recognition for Library of Congress Clerical Staff," recommending that all Library employees carefully assess their attitudes and working habits as they relate to secretarial, clerical, and other support positions to insure that all positions and the employees who fill them are accorded the respect and fairness due them.

The committee urged that the counselor vacancy in the Training Office be filled as soon as possible and that efforts be made to recruit qualified women for consideration for that position.

The committee's recommendation that the Federal Women's Program Coordinator be given an opportunity to review draft personnel policies referred to employee groups was accepted.

The committee responded to the request for statistics from the Federal Women's Program Coordinator at the Federal Deposit Insurance Corporation, who is conducting a survey on the status of clerk/secretaries in the Federal Government.

The Coordinator was designated by the Librarian to serve as liaison between the Library of Congress and the Meridian House International Center for International Women's Year 1975.

WOMEN, BY ETHNIC GROUP AS A PERCENT OF THE U.S., D.C., and LC FULL TIME WORK FORCE BY JOB CLASSIFICATION, JUNE 7, 1974

			Minority Women				
	Total Women	*Total Minority*	*Black*	*Spanish Surnamed* [1]	*Oriental*	*American Indian*	*Non Minority*
U.S. Work Force [2]	37.2%	6.2%	4.4%	1.3%	.5%	*%	31.0%
D.C. SMSA Work Force [2]	40.4	N/A	11.3	1.0	N/A	N/A	N/A
All LC Employees [3]	50.5	24.9	22.9	.3	1.6	*	25.6
Wage Board Jobs [4]	35.2	34.8	34.4	0	.4	0	.4
GS and GT Jobs							
All Grades	51.5	24.3	22.2	.3	1.7	*	27.2
GS 1-4	60.5	43.6	43.1	0	.6	0	16.9
GS 5-8	59.7	34.4	33.0	.4	1.0	0	25.3
GS 9-12	49.6	13.8	10.0	.6	3.2	.1	35.8
GS 13-15	25.5	3.6	2.3	0	1.3	0	21.9
GS 16-18	12.5	1.4	1.4	0	0	0	11.1
Average LC GS/GT Grade [5]	7.7	6.4	6.1	8.7	10.1	12	8.9

[1] Census data are for "persons of Spanish language" and "persons of Spanish heritage"
[2] Calculated from 1970 Census data on labor force aged 16 and over. More recent data available in some categories indicate that women of all ethnic groups have increased their participation in the labor force since that time.
[3] Excludes employees with salaries set by "administratively determined rates" and "statutory rates."
[4] Includes WG, WL, WS, WB and WP pay schedules positions.
[5] The average GS/GT grade for all men at the Library is 9.3.
N/A = Not Available
*Less than .05%

FWPC 9-30-74

RELATIONSHIP OF GRADE TO LENGTH OF SERVICE

GS and GT Grades	*Total*		*Average Number of Years in Federal Service*		*Average Number of Years in LC*		*Average Number of Years in Present Grade*	
	Male	*Female*	*Male*	*Female*	*Male*	*Female*	*Male*	*Female*
1-4	174	294	4	3	2	3	1	1
5-8	633	907	10	8	7	7	1	2
9-12	706	679	12	10	9	8	2	2
13-15	349	125	15	16	11	14	3	3
16-18	62	9	20	18	12	15	3	2

FWPC 11-14-74

FUNDS FOR ATTENDANCE AT MEETINGS, FISCAL 1973

Purpose of Travel	*Male*		*Female*	
	Amount	*Percent*	*Amount*	*Percent*
All Travel	$54,616	77%	$16,330	23%
American Library Association (Las Vegas)	14,975	63	8,962	37
American Library Association (D.C.)	165	61	105	39
All Other	39,476	84	7,263	16

FWPC 9-74

LC TUITION SUPPORT PROGRAM, FISCAL 1974

Department	*Male*	*Female*
Library, total	41 (38%)	66 (62%)
Reference	11 (26%)	31 (74%)
Processing	14 (40%)	21 (60%)
Administrative	1 (14%)	6 (86%)
Copyright	4 (67%)	2 (33%)
Office of the Librarian	0	2 (100%)
Congressional Research Service	7 (64%)	4 (36%)
Law Library	4 (100%)	0

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WOMEN AS A PERCENTAGE OF TOTAL FULL-TIME WHITE COLLAR LC EMPLOYEES BY GRADE AND DEPARTMENT, JUNE 7, 1974

	All Grades [1]	*GS 1-4*	*GS 5-8*	*GS 9-12*	*GS 13-15*	*GS 16-18*	*Other* [2]
Total Library	51%	61%	60%	50%	26%	12%	10%
Office of Librarian	62	0	100	66	38	67	0
Administrative	41	61	48	21	14	17	0
Congressional Research Service	48	51	69	54	17	9	0
Copyright	54	56	62	45	39	67	0
Law Library	26	0	40	23	17	0	0
Processing	63	73	67	60	45	0	100
Reference	40	49	49	38	15	0	0

[1] Includes General Schedule and Gift and Trust pay schedules.

[2] Salaries set by "administratively determined rates" or "Statutory rates." All receive pay at the rate of a GS-16 or above.

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BY GRADE, 1966 AND 1973

Grade	*October 31, 1966*	*October 31, 1973*	*Difference in Percentages*
All grades	49.7%	51.5%	+1.8%
1	25.0	88.9	+63.9
2	61.2	67.9	+6.7
3	45.2	55.8	+10.6
4	51.2	64.7	+13.5
5	66.7	59.4	−7.3
6	60.1	64.9	+4.8
7	59.1	55.6	−3.5
8	56.9	59.3	+2.4
9	55.4	50.1	−5.3
10	30.0	46.4	+16.4
11	44.2	50.0	+5.8
12	29.3	47.2	+17.9
13	28.2	32.7	+4.5
14	16.5	21.4	+4.9
15	13.1	18.0	+4.9
16	0	6.1	+6.1
17	4.2	9.1	+4.9
18	0	16.7	+16.7

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